DOCUMENT RESUME

ED 105 202 CE 003 490

TITLE	Desirability of Adopting an International Instrument on the Development of Adult Education.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France). General Conference.
PUB DATE	23 Aug 74
NOTE	21p.
AVAILABLE FROM	UNESCO, 7 Place de Fontenoy, 75700 Paris, France (No price given)
EDRS PRICE	MF-$0.76 HC Not Available from EDRS. PLUS POSTAGE
DESCRIPTORS	*Adult Education; *Educational Coordination; *Educational Development; Educational Planning; *Educational Policy; *International Organizations
IDENTIFIERS	UNESCO

ABSTRACT

The first two pages of the document consist of Item 27 of the provisional agenda for the 1974 session of the UNESCO General Conference regarding the desirability of adopting an international instrument on the development of adult education. The remainder of the document is the report of a Preliminary Study of the Technical and Legal Aspects of the Preparation of an International Instrument on the Development of Adult Education. Opening sections of the study provide an introduction concerning concepts and considerations in adult education, followed by definitions giving the reader a clearer idea of various approaches to content and methods. Succeeding sections give a brief account of the history of adult education; a description of the situation and trends in contemporary societies; and the problem of defining a strategy for adult education as part of a process of lifelong education and cultural development. A final section outlines fields in which the adoption of an instrument seems desirable and feasible covering: general policy; adult education structures; establishments, organization, and financing; time for education and circumstances of participants; adult education staff; methods; international cooperation; and the forms of normative action. (Author/NH)

ED105202

General Conference 18 C
Eighteenth session, Paris 1974

18 C/28
23 August 1974
Translated from the French

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL BY MICROFICHE ONLY HAS BEEN GRANTED BY
UNESCO
TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE NATIONAL INSTITUTE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER

Item 27 of the Provisional Agenda

DESIRABILITY OF ADOPTING AN INTERNATIONAL INSTRUMENT ON THE DEVELOPMENT OF ADULT EDUCATION

SUMMARY

After examining the preliminary study on the technical and legal aspects of an international instrument on the development of adult education, the Executive Board decided to place the matter on the provisional agenda of the eighteenth session of the General Conference (94 EX/Decision 4. 2. 2). The text of this decision will be found in paragraph 4 of the present document. The text of the preliminary study is reproduced in the annex. The General Conference is invited to pronounce on the points mentioned in paragraph 8.

1. In pursuance of resolution 1. 242 adopted by the General Conference at its seventeenth session, the Work Plan of the Approved Programme and Budget for 1973-1974 (paragraph 259) provides that "a preliminary study of the technical and legal aspects of the preparation of an international instrument on the development of education will be drawn up, taking into consideration the conclusions and recommendations of the Third International Conference on Adult Education, and submitted to the Executive Board at its Spring session in 1974".

2. In accordance with this Work Plan and in conformity with the provisions of Articles 2 and 3 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article 4, paragraph 4, of the Constitution, the Director-General prepared a preliminary study on the technical and legal aspects of the matter. This was submitted to the Executive Board at its 94th session (20 May-28 June 1974), in accordance with Article 3 (b) of the above-mentioned Rules. The text of the study is reproduced in the annex.

3. The Executive Board was requested to pronounce on the inclusion in the provisional agenda of the eighteenth session of the General Conference the question whether an international instrument on the development of adult education should be adopted (document 94 EX/12).

4. After discussion, the Executive Board adopted the following resolution on 24 June 1974:

The Executive Board,

1. Having regard to Articles 2 and 3 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution,

2. Having examined the report and the preliminary study contained in document 94 EX/12,

ED105202

3. Decides to place the following item on the provisional agenda of the eighteenth session of the General Conference: "Desirability of adopting an international instrument on the development of adult education".

(94 EX/Decisions, 4.2.2)

5. Article 6 of the above Rules states that it shall be for the General Conference to decide whether the question dealt with should be regulated at the international level and, if so, to determine to what extent the question can be regulated and whether the method adopted should be an international convention or, alternatively, a recommendation to Member States. The Rules further provide that no draft convention or recommendation may be adopted before the ordinary session following that at which the General Conference took the decisions in question. In the present case, therefore, there can be no question of adopting an international instrument before the nineteenth session in 1976.

6. Should the General Conference decide that the matter ought to be regulated at the international level, the Director-General will prepare a preliminary report setting forth the position with regard to the problem to be regulated and to the possible scope of the regulating action proposed. This preliminary report may be accompanied by the first draft of a convention or recommendation, as the case may be. The preliminary report will be submitted to Member States for their comments and observations. A final report containing a revised draft will be prepared on the basis of the replies received.

7. Under the terms of Article 10.4 of the above Rules, the General Conference must decide whether the final report is to be submitted to it direct or whether it is to be submitted to a special committee consisting of technical and legal experts appointed by Member States. In the latter case, the special committee will submit a draft which has its approval to Member States, with a view to its discussion at the General Conference.

8. The General Conference is consequently invited:

(a) to decide whether the development of adult education should be the subject of international regulation;

(b) if so, to determine to what extent the question can be regulated and whether such regulation should be by means of an international convention or by a recommendation to Member States;

(c) to decide whether a special committee of governmental experts should be convened to prepare the final text of the proposal to be submitted to the General Conference at its nineteenth session.

Note: A draft resolution on the matter dealt with in this document appears in paragraph 1252 of document 18 C/5.

ANNEX

PRELIMINARY STUDY OF THE TECHNICAL AND LEGAL ASPECTS OF THE PREPARATION OF AN INTERNATIONAL INSTRUMENT ON THE DEVELOPMENT OF ADULT EDUCATION

CONTENTS

		Page
I.	Introduction	2
II.	Definitions	3
III.	Brief account of the history of adult education developments since 1945 and action taken by Unesco:	5
	The Elsinore Conference (1949)	5
	The Montreal Conference (1960)	6
	Developments since Montreal	6
	The Tokyo Conference	7
IV.	Situation and trends in contemporary societies	8
V.	Defining a strategy for adult education as part of a process of life-long education and cultural development	11
VI.	Fields in which the adoption of an instrument seems desirable and feasible:	13
	(a) General policy	13
	(b) Structures	14
	(c) Establishments, organization and financing	15
	(d) Time for education and the circumstances of the participants	15
	(e) Staff for adult education	16
	(f) Methods	16
	(g) International co-operation	17
	Forms of normative action	18

I. INTRODUCTION

1. It is now accepted that life-long education is the key to modern education, that it is a concept central to the entire educational process (considered as continuous throughout a person's life), and that all reforms should tend towards organization which is integrated both vertically (throughout life) and horizontally (covering the different aspects of the lives of individuals and societies). Life-long education is therefore the unifying principle.

2. Moreover, participants in the Third International Conference on Adult Education (Tokyo, 1972) who had at their disposal the conclusions of the very recent Helsinki Conference on Cultural Policies in Europe, saw clearly that cultural development and life-long education were two aspects of a single process, and that it was not only wise but indispensable to refrain from considering the one without having a clear idea of the other. Now, adult education is an essential ingredient in both concepts and in all practical approaches to the question and achievements therein.

3. When considering the problem which is the subject of the present study, we may echo P. Lengrand, who writes: "The very existence of a ... system of adult education will have an impact on all educational thinking and practice, firstly in the university, then in secondary and primary school and beyond that in the family and the community in which it is applied".(1) And since cultural development implies organization of the socio-cultural environment in such a way that the individual's background may be a source of stimulation and enrichment, encouraging personal development and an open-minded attitude towards others, the thoughts on adult education which follow must also cover this important subject.

4. In the last chapter of this study, therefore, we shall set forth some conclusions which will indicate what is the specific task of adult education, as an all-important factor in life-long education and cultural development, and how it should be organized.

5. Consideration must also be given to the fact that the circumstances in which adult education, will be undertaken, vary according to the levels of overall development of the countries and the kinds of political system into which such education must be properly integrated. For the approach will be different according to whether the situation and aims are analysed in countries which are highly developed industrially, in industrial societies, in those on the threshold of industrialization, or in those with a traditional rural economy. Moreover, it is not a simple matter to find identical solutions for an entire post-industrial or industrial society, in so far as production techniques ranging from traditional rural production to electronics, and including craftwork and assembly-line production, may coexist within it. Each level has its own needs and order of priorities, and some States impose deliberate limitation of numbers, while others are obsessed with university qualifications, depending on their respective aims and traditions. The same is true of the developing countries: J. Ki-Zerbo(2) echoes the dictum of T. Mende: "The African has his feet in the neolithic and his head in the thermo-nuclear age".

---

(1) LENGRAND, Paul, Perspectives in life-long education, Unesco Chronicle, Vol. XV, No. 7-8, August 1969, p. 253. See also JANNE, Henri, "Permanent education, basic factor determining the fundamental reform of the education system", Council of Europe, Strasbourg, 1969.

(2) KI-ZERBO J., Histoire de l'Afrique Noire, Paris, Hatier, 1972, p. 610 et seq.

6. The same degree of diversity is apparent in economic and political régimes and in the rôle which the State and voluntary organizations are expected to play in the organization of education.

7. Finally, owing to the variety of ways in which education in general and adult education in particular have developed, conceptions and even definitions of adult education also vary considerably, as we shall see, even in countries at the same level of development. In some cases it is the responsibility of the State, in others that of voluntary organizations alone, in yet others, that of profit-making bodies; sometimes it is seen as the next logical step after school, a type of education, formal and structured, like any other except for the age of its students; sometimes it covers countless informal types of education.

8. The proposals for an instrument to be put forward in this study must therefore be specific enough to apply only to adult education seen in the context of life-long education and cultural development, and flexible enough to concern the various States, whatever their political system and level of development.

II. DEFINITIONS

9. We shall mention only a few definitions which, taken together, will give the reader a clearer idea of the various approaches to content and to methods.

10. From the past, let us first quote some remarks made by Condorcet in 1792 which are very much to the point today, and which show that education and culture are not a matter of handing out information but of slow development of the personality, tending towards participation and action: "To provide all members of the human race with the means of meeting their own needs, seeing to their own well-being, knowing and exercising their rights, and understanding and doing their duty; to afford each one the opportunity of improving his skills, fitting himself for the social tasks he may be called upon to perform, and developing all his natural talents; and thereby to establish practical equality among citizens and to make the political equality recognized by law a reality: this must be the primary aim of a national education system; and, as such, it is but right that the public authorities should provide it".(1)

11. Next, let us note two recent definitions:

(a) C.D. Legge writes(2): "We interpret adult education to mean simply the education of adults, i.e. all the educational experiences of an adult and all the educational influences which bear on him. Our definition therefore includes formal classes in any subject, informal adult educational work in clubs and associations and the direct or indirect effects of the mass media; it includes liberal adult education, technical education, craft education etc. in the more developed countries and community development, literacy and health education etc. in the less developed areas".

---

(1) CONDORCET, A.C. Report and draft decree on the General Organization of Public Education, submitted to the National Assembly, on behalf of the Committee of Public Education, on 20 and 21 April 1792.

(2) Training Adult Educators and the Diploma in Adult Education, University of Manchester, in "Notes and Studies", E.B.A.E., No. 21, November 1962.

The author emphasizes the diffuse and many-sided character of adult education and the number of bodies involved, both directly and indirectly; he sees it as part of a dynamic process.

(b) A.A. Liveright and N. Haygood[1] take as the starting-point of their definition not the arrangements made by the community or by other bodies, but the motives and intentions of the adult who has his proper place in an educational process. They write: "Adult education is a process whereby persons who no longer attend[2] school on a regular and full-time basis (unless full-time programmes are especially designed for adult) undertake sequential and organized activities with the conscious intention of bringing about changes in information, knowledge, understanding or skills, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems. Defined in this way, adult education would include: literacy and fundamental education; vocational or job training; education about health, consumer, and family problems as well as education about physical and personal development; literature, art, drama, and other cultural programmes; community development, social education, and community organization; political and civic education; religious or economic education; and a vast variety of other educational programmes designed primarily for adults".

This broad definition covers all organized activities through which the adult acquires the information and training he needs if he is to fulfil his own aims and those of the community. Taken in this sense, adult education goes well beyond the bounds of the classical type of general education. It includes vocational training, the training of community leaders, civic organization and mass education, and it is provided in public and private education at establishments, in industrial and commercial firms, and by voluntary organizations. It can be acquired in and through active life.

12. Lastly, we must mention a definition put forward quite recently by J. Dumazedier. It seems important not only in itself, but especially because it appears in a chapter in which the author develops his research on a model of cultural planning. Dumazedier writes: "Sociologically, adult education may be defined as action for the cultural development of society or its component groups, consciously directed towards the development of the economy, of society and of the human personality, by means of a system of continuous or recurrent learning which brings the culture of a member of society into contact with those kinds of culture and cultural levels which are most capable of encouraging such development".[3]

Reference to what was said of the "two aspects of a single process" in the introduction will show why we attach importance to this definition, which implies an overall approach, an organized system of learning, adjustment to various levels and an outlook based on scientific research.

13. One last remark before we end this chapter. Some readers will be surprised to have found no definition of an adult. Actually, all ideas of age are relative, and vary according to the society concerned. We should not therefore seek to define an adult by criteria of age. On the other hand, to be adult is surely to have reached the age at which one becomes socially independent and shoulders one's responsibilities.

---

(1) The Exeter Papers, Boston, 1969, p.8.

(2) The words "or who have never attended..." might well be added.

(3) DUMAZEDIER, Joffre, Sociologie empirique du loisir. Critique et contre-critique de la civilisation du loisir. Sociology series, Editions du Seuil, Paris, 1974, p. 215.

14. An important phenomenon in the past generation has been the increased life expectancy of millions of people who cease working while still in full possession of their physical and mental faculties, and who then live through a long period of retirement when they have plenty of free time. We believe that there is no good reason for excluding education for these people from the mainstream of adult education.

15. Lastly, anyone who is alive to the implications of the scientific and technological revolution will realize that the idea of finality is out of date: our knowledge must be constantly reviewed, and we must try to maintain the psychological flexibility to stand up to "future shock". Seen thus, the human personality will never cease to develop.

III. BRIEF ACCOUNT OF THE HISTORY OF ADULT EDUCATION

16. Adult education, as it is generally understood nowadays, was born of the needs created by industrialization; but other factors - the struggles for national independence and for cultural autonomy, the great religious, political and trade unionist movements, the secular idea, etc., - have all played a considerable part in its development. The movements which began towards the end of the eighteenth and in the nineteenth centuries in Europe and in the United States spread, in the twentieth century, to countries which were in the process of becoming industrialized; when these countries are liberated, such efforts attain their full dimensions.

Developments since 1945 and action taken by Unesco

17. The founding States of Unesco declared in the Constitution "that the wide diffusion of culture and the education of humanity for justice and liberty and peace are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfil in a spirit of mutual assistance and concern". This meant that the development of adult education became one of Unesco's specific responsibilities.

18. Three international conferences on adult education have been landmarks in the evolution of ideas concerning its aims and application.

The Elsinore Conference (1949)

19. The war and its aftermath were still uppermost in all minds. More than half the 25 countries participating were Western European countries. The Conference expressed the idea that adult education should cease to be "a marginal enterprise serving the personal interests of relatively few people" and that, for reconstruction purposes, the population of developing countries and a high proportion of that of developed countries were in need of compensatory education; the need for social justice, peaceful coexistence and the development of community life was deeply felt; the ideas of technical or vocational training and of a literacy programme were not voiced during the discussions, but adult education was said to have the task of "satisfying the needs and aspirations of adults in all their diversity".

20. As a result of the Conference, however, international co-operation increased to an extent hitherto unknown; a great many regional meetings and experimental programmes were organized. Voluntary organizations grasped the importance of their rôle and developed their activities at international level.

The Montreal Conference (1960)

21. A far greater number of countries - 51 in all - were represented at this Conference, and 46 international organizations sent observers. The theme was: "Adult education in a changing world". It had become obvious that life would henceforth imply adapting unceasingly to a rapidly developing physical and social context; it was now seen that gaining mastery of this development was not a trifling matter, but an essential component of any nation's policy for coping with the pressures of change and improving the quality of life. To quote the final report, "Nothing less will suffice than that people everywhere should come to accept adult education as a normal, and that governments should treat it as a necessary, part of the educational provision of every country".

22. Proposals for a constructive strategy include: assistance to be supplied by wealthy countries to poorer countries, absolute priority to be given to literacy training, women to have access to all types of education, preparation for civic participation, recognition of the importance of the activities of voluntary organizations, systematic training of teachers at all levels in adult education practices, progressive definition of the function of a professional adult educator, and integration of activities on school premises and in universities. Above all, it is acknowledged that adult education should be considered as an integral part of the educational system as a whole.

Developments since Montreal[1]

23. We now enter the period when the essential task of adult education is that of making changes understandable, controlling them and, if possible, influencing the direction they take.

24. Hundreds of millions of people have shaken off the yoke of colonialism and have gained independence; they have found themselves faced with the problems, growing daily more acute and urgent, of literacy training, rural development, and the training of all kinds of staff. It was inevitable that their initial approach should be based on the perpetuation of educational models inherited from the colonial era; however, activities in which the functional aspect of adult education was developed were increasingly undertaken, and in 1965 a vigorous impetus was given to such activities at the World Congress of Ministers of Education on the Eradication of Illiteracy, held at Teheran.

25. Although functional literacy has been criticized for attempting to subordinate the adult to the machinery of the economy and the processes of production and paying insufficient attention to participation and to social and cultural involvement, there is a growing tendency to give literacy training in particular and adult education in general a slant so that they meet the needs of economic development, at the same time encouraging social progress, participation in the life of society and also in the transformation of society, and the development of culture.

26. In industrialized and developing countries alike, people have realized that there is a close connexion between social and economic reforms and the standard of education; as a result, greater importance is attached to promoting widespread understanding of the development of science and to the need to combine theory and practice, work and study in order to combat unemployment,

(1) See "A Retrospective International Survey of Adult Education", reference document of the Third International Conference on Adult Education, Tokyo 1972 (UNESCO/CONFEDAD/4).

solve the problems raised by the migration of labour and cope with the needs for vocational retraining created by rapid changes in production methods; in-service training has been organized, evening classes have been developed, correspondence courses have been begun, laws have been passed under which workers have an allowance of time to return to school, and arrangements have been made to train and settle migrant workers. In short, a number of signs combine to suggest that the vision of life-long education is beginning, although somewhat spasmodically, to show signs of becoming a reality.

27. Now that life-long education is seen in this light, there is an increasing demand that adult education should form part of national development plans and should interlock with school education. Adult education is beginning to cope with new cultural, social and civic needs; universities have set up departments specializing in adult education work and in specific research into this subject. Workers' education organizations, trade unions, youth movements and women's movements, variously and independently, have organized activities not only at national level but at international level.

28. The audio-visual media, the press, television and especially radio have become vehicles of culture and education; international exchanges of ideas, experience and research have become a working reality. It will be seen, therefore, that various kinds of action have been taken to follow up many of the proposals formulated in Montreal.

29. However, on the eve of the Tokyo Conference, it was still apparent that, despite widespread government action, financial support was meagre and subject to budgetary fluctuations - in a word, marginal. With a very few exceptions - some of the best-known occurring in the developing countries - the efforts made continued, on the whole, to benefit an élite which was already favoured by the educational system; and the marginal support that governments provided did not result in a structured, coherent inter-departmental policy for the promotion of adult education, except in a very few countries.

The Tokyo Conference (1972)

30. Eighty-two Member States, three non-Member States, five intergovernmental organizations and 37 non-governmental organizations participated in the Conference.

31. Since the analysis that follows is mainly intended to sum up the conclusions and recommendations of the Tokyo Conference and especially to reveal their practical effects, it will be brief, merely setting out the objectives assigned to adult education at this Conference:

(a) It is an instrument for promoting awareness, an instrument for change and socialization; by daily social practice, it aims to create an education society conscious of the values of a sense of community; it mobilizes energies; all individuals can and should be able to teach themselves and themselves be teachers;

(b) It is an instrument for preparing the individual for productive activity and for participation in management;

(c) It is an instrument whereby the whole man, including man at work and man at play, man in his civic and family rôles, can achieve fulfilment; it helps to develop his physical, moral and intellectual qualities;

(d) It is an instrument with which to combat economic and cultural alienation and prepare the way for the emergence of a liberating, genuine national culture.

32. In short, adult education, when placed in a context of life-long education and cultural development, which are inseparable, aims to educate free individuals in a changing society.

33. Another leading idea may be stated thus: adults who lack incentive to educate themselves and who are unaware of their needs or incapable of understanding them are, as a rule, those who have received little or no basic training.

34. The full significance of the recommendation of the Tokyo Conference concerning the preparation of an international instrument on the development of adult education[1] can now be seen: taking as their basic tenets human rights, the need to work for fellowship among individuals, to continue the process of decolonization, and to reiterate that a regeneration of education through the creation of conditions for life-long education required that circumstances be created in which adults could find an answer to their problems, in the context of their own lives, by choosing among a range of educational activities whose objectives and contents they had themselves helped to define, the Member States meeting in Tokyo expressed the opinion that the elaboration and adoption of such an international instrument affecting the quantitative and qualitative development of adult education as a whole was an important objective for the 1970s.

IV. SITUATION AND TRENDS IN CONTEMPORARY SOCIETIES

35. Nowadays it is generally agreed that education must be seen as a continuous, closely-knit process which concerns individuals of all ages, and which should provide a framework for both school and out-of-school, formal and informal activities.

36. To begin with, adult education is to be found in a number of <u>different situations</u>, which may be roughly described as follows:

an educational system exists which is considered to be stable and satisfactory, there is a high enrolment rate and a good balance between the number, quality and variety of qualified persons, on the one hand, and the requirements of the economy and the needs of society in general, on the other. In this case, the main functions of adult education will be determined by the increase in the rate of scientific and technical development and by the requirements of social and cultural development;

an educational system exists whose nature, structures, curricula, methods and quantitative and qualitative efficiency are found wanting by many people and seem to call for radical rethinking. In such a case, besides the above-mentioned functions, adult education has a corrective rôle to play in the immediate future, owing to the imperfections of formal education; it constitutes an important factor in the democratization of access to education;

the existing educational system is underdeveloped, but has to meet an urgent need for schooling, which, however, is unlikely to be met for a long time to come, since educational expenses are already a heavy burden on the national budget. In such circumstances, adult education, as the form of education most readily adaptable to the practical needs of economic, social and cultural development and aiming at the active sectors of the population, is the most directly and immediately profitable.

---

(1) See Final Report of the Third International Conference on Adult Education, Tokyo, 25 July - 7 August 1972 (document ED/MD/25), p.43.

37. However, adult education should not be seen solely in relation to existing educational systems. We must therefore consider in greater detail certain trends in contemporary societies which justify its development.

38. As the report of the Tokyo Conference points out: "The scientific revolution and its technological applications were revolutionizing production, organization and qualification requirements, and they placed man in a dynamic situation where civilization was in a permanent state of transformation... In the scientific civilization, creative activity, the development of potentialities and the imagination were increasingly important... Activities which hitherto had no connexion with production now became essential: mass culture, instruction, consumption and services, public health, tourism, human relations, co-operation, leisure, a structural framework for life as a whole, happiness - all these were directly connected with the creation of the productive forces of progress. Hence the importance of investing in people. Any failure to seize the opportunities available for developing creative forces became an economic waste, once man's inventions took over his simple production functions and lifted him out of the subsistence-requirement stage. Human development became an end in itself, since the limitations of human capital limited the progress of society much more than those of financial capital".(1)

39. Furthermore, there are serious disparities in scientific development among the various regions of the world, and these are slowing down development even further. They make it all the more necessary to invest in manpower.

40. Our destiny is taking on world proportions. In the words of Aimé Césaire, we are "open to every wind that blows". But it would be wrong to suppose that distances have been abolished thanks to the boom in transport and communications alone.

41. Under the present system of international relations, the economic, social and cultural gap between countries in the process of industrialization and those which are already industrialized is certain to grow wider; however, it may also be said that an internationalism of aspirations and values is simultaneously developing and will continue to develop, especially among younger people.

42. The speed and direction of the changes which occur are such that they are causing various kinds of imbalance, firstly, in the relations between human beings and the natural world, and, secondly, among human beings themselves. Categories of newly underprivileged persons have gradually appeared; these include rural populations, especially in countries which are in the process of becoming industrialized, women,(2) old people, immigrants and young people who have not yet found their place in society. The gap between these individuals and the rest of the population is social and cultural as well as economic in nature.

---

(1) See Final Report of the Third International Conference on Adult Education, Tokyo, 25 July - 7 August 1972 (document ED/MD/25), p. 22, paras. 8 and 9.

(2) Adult literacy around 1970 (percentage)
Comparison by sex

	Men	Women
World total:	28%	40.3%
Two extreme cases:		
North America	1.1%	1.9%
Africa	63.4%	83.7%

Ref.: Learning to Be, Unesco-Harrap 1972, p. 287

43. In technically advanced societies, the individual must resign himself to the ephemeral: in the "lonely crowd" he can never have more than fragmentary relationships, he can never come face to face with others in the fullness of their nature, their character, their existence. This gives rise to a series of ills - neurosis, mental illness, anxiety, despair, divorce and suicide; indiscriminate consumption; the feeling that an ecological catastrophe is imminent; the taking of dangerous drugs; lack of communication between individuals and especially between parents and children.

44. Indirectly, these ills reveal the need to uphold the "quality of life" and to seek both material and moral values. In this connexion public authorities and voluntary bodies have a duty to provide education and to try to play their part in the changing relationships among individuals and between the latter and society.

45. Life must be brought into the school: life-long education would be greatly facilitated if, from infant school onwards, the adults of the future were introduced to real life, given an incentive, treated as individuals and entrusted with responsibilities. We are thinking here of all those situations which children, adolescents and adults must live through. For in our view educational activities undertaken in school are no different from those engaged in outside school. Education is born of close contact with reality; the environment is all important to the development of the individual. Activity is the basis of personal education and the acquisition of culture, and this means that experience is an essential part thereof.

46. The influence of the mass media has increased a hundredfold over the past few years; as a result, viewers and listeners are faced with problems of choice, organization, criticism and resistance to passivity. Reason is giving way to emotion. The mass media have not solved the language problem; some programmes use an élitist language which passes over the heads of large numbers of people. Often, the listener retains only that part of the programme which has been deliberately highlighted. This may cause mental conditioning. On the other hand, the mass media try to give people an understanding of most human problems and contemporary values; unfortunately, because the media are commercially controlled and that they therefore aim at a very low common denominator they often fail in this.

47. Tremendous innovations are under way in the field of mass communications: telecommunication satellites, regional receiving stations, community antennae, etc. Cable television networks allow a great many communities to broadcast for themselves, thereby forging new links between their members and opening up increased opportunities for exchanges with the outside world. Video-tape libraries will be set up, like the book libraries we now have, and it will be possible to hire or borrow from them programmes covering all areas of education, literature and the arts. We are on the way to the development of audio-visual writing.

48. It is surely imperative that we should think about the development of communications and especially that of communication machines, that we should consider the responsibilities of public authorities in the development of new media and decide what new responsibilities should be entrusted to these media - which are the instruments for shaping cultural outlooks and attitudes and also, perhaps, patterns of thoughts - and how they should be administered. Until the mass media are planned and managed so as to discharge these responsibilities, i.e. principally that of being instruments of cultural development, and in particular of education, nothing worth while can be accomplished in this very broad field. In addition, it is important that we should think about the future rôle of books and the new place of reading in life-long education.

49. The problem of leisure affects both industrialized and developing countries. E.D. Zinsou writes in this connexion: "We really have too much leisure. This state of affairs is the result neither of laziness nor of negligence, but is the logical and inevitable outcome of our socio-economic situation. This is one more reason for putting it to the best possible use".(1)

50. In the industrialized countries, leisure time has increased, and so has the need for it. Moreover, a category of individuals has emerged which has a great deal of leisure time, namely, retired people. This need for leisure is expressed by some as a need to escape from "active" life, and by others as a need to find opportunities of self-development outside the confines of one's work and one's various obligations. However, the organization of leisure raises a number of different problems, particularly from an educational point of view. The concentration of leisure time (in week-ends, paid holidays, etc.) causes over-crowding in leisure time resorts; various forms of leisure cause or encourage the individual to be passive, and leisure is systematically exploited by commerce in a way which often runs counter to the aims of education.

51. The central idea behind any leisure policy should be the desirability of arousing in individuals and groups the wish to express themselves and enabling them to use the means of self-expression. A different system of values, a different morality, a different form of education will emerge.

Summary

52. In the light of the foregoing, it would simply show lack of awareness to go on considering adult education as a luxury or an inessential activity; adult education is one of the essential factors in economic development and the indispensable lead-in to the process which must proceed from the development of human resources to the development of production and hence to the raising of the standard of living, which undeniably has a civilizing influence.(2)

53. "The individual and social cost of waiting for a gradual increase in the proportion of educated adults emerging from the regular school systems is too high for either developed or underdeveloped countries to tolerate."(3)

V. DEFINING A STRATEGY FOR ADULT EDUCATION AS PART OF A PROCESS OF LIFE-LONG EDUCATION AND CULTURAL DEVELOPMENT

54. All the ideas developed above confirm, and sometimes carry further, the report of the International Commission on the Development of Education, particularly when it states that the prolongation of education to cover all the stages of a man's life presupposes an overall organization of the educational structure; that education should take on the breadth of a genuine popular movement; that technical training should not be the sole responsibility of the school system, but should be shared by schools, firms and out-of-school education; that the rapid development of adult education, both in school and out of it, should be one of the primary objectives of educational strategies in the next ten years; that all literacy training activities should centre on the

---

(1) In "La Civilisation des Loisirs. Existe-t-il un problème des loisirs dans les pays en voie de développement?" Marabout Université, 1967, p. 228.

(2) Final Report of the Third International Conference on Adult Education (document ED/MD/25), p. 22, paragraph 11.

(3) PARKYN, George W. Towards a conceptual model of life-long education, Unesco, Educational Studies and Documents, No. 12, 1973, p. 23.

countries' objectives in the matter of socio-economic development; that under the new educational code the individual and the group alike are the authors of their own cultural progress and responsible for it; and that students, both young people and adults, should be able to take responsibility, since they are involved not only in their own education, but also in the educational undertaking as a whole.

55. Rural areas have their specific needs. Although large numbers of people each year leave to swell the ranks of the urban population, the great majority of the inhabitants of developing countries still live in small villages or on isolated farms; some continue to lead a nomadic life; most rural areas are growing constantly poorer, and their social and cultural structures are breaking down; if these areas are to benefit from technology, projects must be launched to train agricultural workers and keep them informed. Generally speaking, there is an urgent need that rural peoples should have the material resources which will enable them to develop economically as well as politically and culturally. This presupposes a rural educational infrastructure, mobile if need be, both for young people and for adults, and an educational system whose dual function is training and action for development.

56. In vocational training, the approache should not be geared to a particular situation; rather, its scope should be broadened to cover human development in a more general sense, gradually merging into a process of life-long education on a larger scale.

57. As regards training in social, economic and political matters, we believe that the object should be to evolve a type of cultural leadership which is neither paternalist nor rigid; to the extent that the mass media are increasingly responsible for disseminating information, leaders should make it their aim in particular to see that information is properly selected and logically arranged and, if necessary, that it is accurate; their central rôle nevertheless remains that of fostering activity. In short, the aim is to help the citizen form enlightened judgements which make democratic participation possible, and to avoid indoctrination and propaganda.

58. In cultural training the aim should not be merely to propagate a pattern provided by certain categories of society, but to foster the fullest possible understanding of the world and develop the form of aesthetic expression which is appropriate to each individual and each group, arising from their experience of life and their own particular values. Hence, the recovery and restructuration of the cultural resources and means which those sections of the population that have been neglected by the traditional structures can use to fulfil and express themselves are today assuming special importance.

59. We repeat that it is important to relate the idea of leisure to adult education; in our view, the aims and tendencies to be developed are the extension of educational leave, a more even distribution of leisure periods, the training of cultural leaders who will be responsible for promoting certain aspects of organized leisure activities - information, creativity and selectivity - and the establishment of a less commercial infrastructure for the organization of such activities. To be more precise, it would be a good thing to work out ways of dividing time between work and leisure so as to preserve the workers' psychosomatic balance as far as possible. A major step was recently taken in this direction by the preparation at the International Labour Office of an International Convention on Paid Educational Leave. The proposed instrument was to indicate

that "the need for life-long education and training related to scientific and technological development and the changing pattern of economic and social relations call for adequate arrangements for leave for education and training in order to meet the new aspirations, needs and objectives of a social, economic, technological and cultural character".(1)

60. Lastly, we may note that psychological assistance is available only to a minority; moreover, such assistance is seldom sought except in cases judged to be pathological. It must be pointed out that no real infrastructure exists in this field. We think that the aims should be to help parents educate their children; to develop an appropriate infrastructure in various fields (health, family planning, sexuality, drugs, etc.) and at various levels; and, lastly, to train educators and organizers.

VI. FIELDS IN WHICH THE ADOPTION OF AN INSTRUMENT SEEMS DESIRABLE AND FEASIBLE(2)

61. The earlier sections of this study confirm the opinion expressed by the Third International Conference on Adult Education that normative action in the field under consideration is desirable. For it might be instrumental in bringing about: (i) full recognition and just appreciation of the importance of adult education for the satisfaction of individual aspirations as well as for economic development and cultural and social progress; (ii) solutions to the institutional problems raised by adult education; (iii) a proper balance between the various components of educational systems. In this way a genuine regeneration of these systems would be made easier, and favourable conditions would be created for the development and implementation of life-long education policies.

62. Despite the very wide variety of situations in which adult education has a rôle to play, it has been observed that common denominators undoubtedly exist, and these make normative action feasible. It might, in particular, proceed along the following lines:

(a) General policy

63. The primary objective is to guarantee for everyone, in accordance with Article 26 of the Universal Declaration of Human Rights, the right to education, and more specifically to adult education. Therefore, conditions should be created, in which this right can be exercised effectively.

64. The general purpose of the measures to be taken is to promote to the full, as part of a life-long education policy, to the many-sided development of the whole individual, throughout his life-time. By "promote", we mean, as the case requires: stimulate, make legally possible, plan, co-ordinate, and provide financial support for.

65. Such a policy aims to generate in the adult those aspirations, attitudes, judgements and independent and enlightened forms of behaviour which will help him to adapt to change and to participate in the development and transformation of society. Therefore, the adult should be involved and should play an

---

(1) Report of the Commission on Paid Educational Leave, International Labour Conference, 59th Session, Geneva, 1974.

(2) The objectives set out and the measures suggested in this chapter correspond to recommendations 1-4, 6, 8, 9, 12, 14, 16, 19, 20 and 23-33 adopted by the Third International Conference on Adult Education.

active part in all stages of the planning, execution and appraisal of the educational process which concerns him.

66. In terms of social justice, high priority should be given to activities which are designed to meet the educational needs of underprivileged groups and sectors of the community, in particular illiterates, women, handicapped persons, refugees, the unemployed, immigrants, etc., with a view to improving their living conditions.

67. The educational process should start from the needs inherent in people's circumstances and their individual aspirations; it should be integrated with the activities of daily life and lead on inevitably to other forms of educational activity so as to avoid any possibility of a relapse into ignorance. This presupposes a well-knit structure comprising an introductory stage (which may be pre-literacy and literacy training, or, alternatively, a basic general education) and more advanced stages, i.e. the development of various potentialities and aptitudes, and also refresher courses and vocational retraining courses.

68. The following measures give prior, but not exclusive, attention to the promotion of adult education as regards structures and establishments, administrative organization and financing, the rôle of the participants, educators and methods.

(b) Structures

69. It appears desirable that adult education structures should be stable, flexible, decentralized but co-ordinated and - with a view to life-long education - such that they can be integrated into overall educational systems which aim to bring the educational system in line with the objectives of development.

70. Despite the fact that countries differ in their political and administrative organization, it is possible to identify a general need - the need to set up co-ordinating bodies at various levels, composed of the representatives of political authorities and of organizations and establishments concerned with adult education. Such bodies might facilitate consultation and that mutual understanding which is so necessary, at both conceptual and operational levels, and might provide a stimulus for fresh activities, particularly those connected with objectives of economic, social and cultural development.

71. In order to facilitate the functioning of the co-ordinating bodies, it might prove advisable to set up establishments which would have the purely intellectual task of examining the problems raised by the development of adult education and carrying out research into them, especially into contents and methods appropriate to the educational needs of adults and the way in which they learn. Such institutions might also evaluate what has been done, carry out documentation work and participate in statistical data collection, as well as in the development of information, consultation and educational guidance services designed for adults.

72. Furthermore, it may be thought advisable to encourage the founding of adult education associations which would bring together, on a voluntary basis, workers' education movements, trade union organizations, co-operative, women's, religious and youth organizations, and establishments and individuals specializing in the field of adult education, so that the various educational interests should all be brought before the competent authorities, establishments and bodies.

73. In order to rationalize adult education processes, consideration might be given to making more efficient use not only of existing educational infrastructures and services but also of infrastructures for culture, sport and leisure. Multiple use of facilities would make consultation and guidance activities possible and would enable adult education specialists to be placed more effectively.

74. It is also desirable that certain special cases - the army, hospitals, approved schools, etc. - should be incorporated in the adult education system and that educational and specific activities should be co-ordinated within such structures.

(c) Establishments, organization and financing

75. In most countries, the schools can be helped to play their part - an important one - in the expansion of adult education by seeing that they are awake to the practical problems of the community and are concerned in solving these, by establishing direct and regular contacts with the adult population and by preparing teachers to cope with the special circumstances surrounding such work.

76. Secondary (particularly specialized) and higher educational establishments should play a greater part in preparations for adult education activities and in their execution - for example, through the extension and decentralization of their own activities, and also through their involvement in (i) research into the conditions in which adult education must be carried on and into the nature of the adult learning process, (ii) identification of original forms which adult education might accordingly adopt, and (iii) training of specialists for this type of education.

77. The possibility should be borne in mind that people should themselves cope with some of the educational problems facing them. Voluntary organizations have a very wide range of experience and skills to offer which would be of use, as well as effective means of taking action, and it would undoubtedly be worth while to provide for their recognition by legislation or by other appropriate means; such recognition should be backed up by systematic State support.

78. In view of the rapid increase in the cost of school education and the burden which it places on national budgets, recourse to adult education, which gives immediate results, would be worth considering whenever one of the problems facing society demands a solution of an educational nature. Similarly, the funds in public educational budgets might well be reallocated in favour of adult education. However, it would be a good thing for bodies responsible for adult education to be self-financing and to carry on economic activities.

79. It is also desirable to establish co-operation between the public sector and commercial firms, either by legislation or by contracts. Firms which benefit from adult education should agree to set aside time for it in their work schedule, devote a set portion of their budget to it and encourage the professional and social promotion of those who are educated.

(d) Time for education and the circumstances of the participants

80. An effort should be made to find the best methods of co-ordinating adult education with the lives of individuals, both at work and at leisure, and these should be adopted. It might, for example, be possible to set up a system whereby each individual would be entitled to a certain amount of time for education which he could use, at his convenience, throughout his life. Each individual would draw on this total time allowance for leave or time off, for education,

while continuing to lead a normal life and to provide for his family. It would nevertheless be wise to organize the distribution of alternating periods of work, education and leisure, so that adult education may fit smoothly into the running of the economy and so as to adapt education and work time-tables to individual needs, rather than adapting the individuals to these time-tables.

81. As far as adult education is concerned, duration, premises, facilities, leaders, and, more fundamentally still, the idea of leisure (and attitudes towards it) all afford scope for development. In a growing number of countries, leisure places an obligation on adult education to provide individuals with the material, psychological and intellectual resources needed in order to cope with this important part of their existence actively, independently, and in a spirit of fellowship. Preparation for the period of retirement also falls within this category.

82. It is desirable that the transition from one form of adult education to another should be easy and that bridges should be built so that unqualified persons can enter the formal system. The qualifications and diplomas obtained through adult education and the value of experience acquired through carrying on a profession or performing other kinds of activity should be recognized.

(e) Staff for adult education

83. Adult education urgently requires specialists of a new and particular kind: planners, organizers and administrators, research workers, educators and leaders, who need specific training. The course of training for educators, whether professional or otherwise, should include a common core of studies which will help them to achieve a multidisciplinary outlook and introduce them to the idea of self-monitoring education, in which their rôle would be to provide stimulus, encouragement and advice. They should also, as far as possible, have the same background as those whom they will later be expected to teach. However, adult education would be in danger of becoming ossified if those working for it were not themselves constantly reinvigorated; they, too, should have alternating functions. This means that they must have a special status. It would also be profitable to make greater use of the recruitment possibilities to be found in public service systems for adult education.

(f) Methods

84. It is advisable to recognize and encourage the use of the self-education method, backed up by such means as educational consultation and guidance services, public libraries, correspondence courses, etc., and to take steps to ensure that educational systems give students a suitable preparation for synthesizing and integrating work and introduce them to methods of programmed learning.

85. Since modern techniques for the dissemination of information to groups or individuals are essential tools in adult education, steps should be taken to see that educational considerations are kept in mind - and, indeed, brought to the fore - in a situation in which the audio-visual media are often dependent upon the industrial sectors. In any event, regular working relationships should be established between organizers and producers of audio-visual programmes on the one hand and specialists in adult education on the other.

86. While sophisticated technological media should be subjected to systematic critical appraisal, their development and use for adult education should none the less be encouraged, while care should be taken to rationalize both their use and their production.

87. It is also important to remove obstacles to the acquisition and use of audio-visual material, to standardize equipment and to use that which is least expensive. Among less expensive equipment, the production of books, magazines and, in more general terms, material printed for educational purposes should be particularly encouraged.

(g) International co-operation[1]

88. The usefulness of international co-operation in the field of adult education no longer stands in need of proof. It should therefore be further developed, by such means as (i) encouraging consultation on specific problems of common interest, (ii) placing on the agenda of regional and international meetings held at regular intervals on the subject of the development of education the particular problems faced by adult education, (iii) launching multinational studies and research projects, (iv) establishing or strengthening centres or services which could take their place in an international system for documentation and for the collection and processing of comparable data, and (v) giving support to the activities of regional and international associations which deal with adult education.

89. An effort should be made to conclude agreements with a view to setting up systems of international units of value in the fields which lend themselves to this, such as fundamental education, language teaching, etc. In addition, it would be useful if States could reach agreement on the standardization of the facilities needed for adult education, co-operate in producing educational material (particularly multi-media programmes, with a view to reducing their cost) and set up international exchange centres for these purposes.

90. On the one hand, radio and television can increase their broadcasting capacity considerably by means of communication satellites and, over and above their strictly educational uses, the information which they are able to transmit constitutes an extension of adult education; on the other hand, the cost and use of satellites raises serious problems; an effort should be made to overcome the existing difficulties by means of international agreements.

91. Our remarks on this subject would be incomplete if we did not call attention to the fact that it is as much an act of justice as of wisdom to continue to give effective support, either by bilateral action or through international bodies, to the educational activities of countries where the proportion of illiterate adults is still high. It is important, however, to guard against the possibility that foreign aid might take the form of a straightforward transfer of the structures, curricula, methods and techniques used by those providing assistance; on the contrary, it should consist in encouraging and stimulating endogenous development in the countries concerned, through setting up appropriate establishments and well-planned structures which are suited to the special circumstances of these countries, as well as through training specialized staff.

92. Similarly, it would undoubtedly be desirable for the Member States concerned to do more towards encouraging the specialized international organizations and competent financing agencies to take action directed towards the objectives of adult education.

* * *

(1) Since the instrument on the development of adult education whose drafting is under discussion will in theory be intended for Member States, the suggestions given under this heading refer only indirectly to action to be taken by the international bodies concerned.

Forms of normative action

93. It remains to decide upon the most appropriate form which normative action might take. The decision rests with the General Conference, as stated in Article IV, paragraph 4, of the Constitution and in Article 6 of the Rules of Procedure concerning Recommendations to Member States and International Conventions covered by the terms of Article IV, paragraph 4, of the Constitution.

94. According to the first of these provisions, the General Conference, in adopting proposals for submission to the Member States, must distinguish between recommendations and international conventions submitted for their approval. Whereas international conventions aim to establish rules binding upon those States which have ratified the said Conventions, recommendations are defined, in Article 1, paragraph (b) of the above-mentioned Rules of Procedure as instruments "in which the General Conference formulates principles and norms for the international regulation of any particular question and invites Member States to take whatever legislative or other steps may be required - in conformity with the constitutional practice of each State and the nature of the question under consideration - to apply the principles and norms aforesaid within their respective territories".

95. Given the nature of the subject whose various aspects have been set forth in this study, it may be considered appropriate that the normative instrument concerning the development of adult education, which the General Conference will perhaps decide to have drafted, should take the form of a recommendation to Member States, leaving the latter free to choose which measures should be adopted in their own particular circumstances, in order to attain the objectives mentioned above, in paragraph 61.